

Message Text

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PAGE 01 BONN 03103 171846Z
ACTION SS-25

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FM AMEMBASSY BONN
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AMEMBASSY ANKARA
AMEMBASSY ATHENS
AMEMBASSY BRUSSELS
AMEMBASSY COPENHAGEN
AMEMBASSY THE HAGUE
AMEMBASSY LISBON
AMEMBASSY LONDON
AMEMBASSY LUXEMBOURG
AMEMBASSY OSLO
AMEMBASSY OTTAWA
AMEMBASSY PARIS
AMEMBASSY REYKJAVIK
AMEMBASSY ROME

C O N F I D E N T I A L BONN 03103

EXDIS

E.O. 11652: GDS
TAGS: NATO EEC GW
SUBJECT: CONSULTATIONS WITH NATO ALLIES

REF: STATE 38167

1. IT IS ESSENTIAL TO OUR OBJECTIVES IN GERMANY THAT WE
MAINTAIN CONSULTATIONS WITH THIS MAJOR ALLY ON A WIDE
RANGE OF ISSUES, MANY OF THEM OF DIRECT INTEREST TO THE
ALLIANCE AS A WHOLE. IN SO DOING, WE MUST PURSUE THE
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DIFFICULT TWIN AIMS OF (A) AVOIDING THE IMPRESSION OF
A WASHINGTON-BONN AXIS AND (B) AVOIDING EXCESSIVE
USE OF TRILATERAL, QUADRIpartite AND OTHER SMALL
GROUPINGS OUTSIDE THE ESTABLISHED ALLIANCE STRUCTURE.

2. ALL OF THE ALLIES RECOGNIZE THAT OUR RELATIONSHIP
WITH THE FRG IS PARTICULARLY CLOSE AND THAT IT INVOLVES

A HOST OF COMPLEX ISSUES REQUIRING THE MOST INTIMATE AND DETAILED CONSULTATIONS ON A BILATERAL BASIS. ALSO, EVERY ALLY REALIZES THAT QUESTIONS OF INTEREST TO THE ENTIRE ALLIANCE ARE FREQUENTLY DISCUSSED IN SMALL AD HOC GROUPS OUTSIDE THE ESTABLISHED ALLIANCE STRUCTURE. THIS IS RESENTED BY THE SMALLER ALLIES, BUT CAN BE TACITLY ACCEPTED BY THEM AS LONG AS THEY ARE KEPT REASONABLY WELL INFORMED OF DISCUSSIONS WITHIN THE LIMITED FORA AND AS LONG AS USE OF THESE FORA DOES NOT BECOME TRULY EXCESSIVE.

3. WE TEND TO BE MORE CONCERNED OVER EXCESSIVE USE OF SMALL FORA THAN OVER EXCESSIVE BILATERALISM. THE LATTER COULD PROVE AWKWARD LARGELY FOR OPTICAL REASONS, BUT THE FORMER COULD, OVER TIME, BEGIN TO ERODE THE PHILOSOPIC FOUNDATIONS OF THE ALLIANCE. BOTH WE AND THE GERMANS SHOULD BE RESPONSIVE TO THE WISHES OF THE SMALLER ALLIES (E.G., BELGIUM AND THE NETHERLANDS) THAT REGULAR ALLIANCE MECHANISMS BE USED TO THE EXTENT POSSIBLE. ALTHOUGH IT WILL CONTINUE TO BE NECESSARY TO EMPLOY AD HOC FORA ON A SELECTIVE BASIS, ANY SIGNIFICANT INCREASE IN THEIR USE COULD TEND TO UNDERMINE THE COHESION OF THE ALLIANCE AND WEAKEN THE BASIC RAISON D'ETRE OF THE ESTABLISHED STRUCTURE FOR INTRA-ALLIANCE CONSULTATION.

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